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AUTHOR Price, Aida; Sieger, Audrey  
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ABSTRACT

Beginning with an overview of problems springing from lack of coordination of federal, state, and local educational programs, this paper examines the current and proposed coordination of such programs across the nation and in New York State and New York City. It defines and makes a case for comprehensive school planning as a planning process interrelating every aspect of the educational system. The second half of the paper reports the results of a field study examining whether comprehensive school planning is currently practiced in schools in New York City. Findings indicate that some schools and districts have successfully begun comprehensive school planning but that program coordination in its most developed forms is rare. (Author/JM)

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# Comprehensive Planning For Program Coordination: A State of the Art

# Comprehensive Planning For Program Coordination: A State of the Art

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Planning Project for  
Comprehensive School  
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PERRY DAVIS, Director, Office of Funded Programs

AIDA PRICE, Project Director  
Planning Project for Comprehensive School Program Coordination

Authors: Aida Price and Audrey Sieger



WORKING NOTE I

COMPREHENSIVE PLANNING FOR  
PROGRAM COORDINATION: A STATE OF THE ART



FRANK J. MAGCHIAROLA  
CHANCELLOR

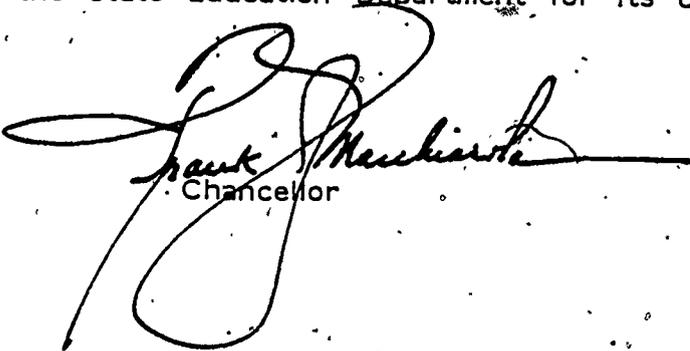
## FOREWORD

In recent years, Community School Districts have increasingly used monies received from Federal and State agencies to supplement and support their tax-levy basic instructional programs. While local districts anticipated that the effects of inflation would be taken into account and that supplemental aids would be increased to offset continually rising costs, the percentage of aid and the actual dollar amounts for educational purposes have, in fact, been reduced. At the same time, new educational mandates have been imposed.

Recognizing that district-wide and school-wide comprehensive planning was one positive approach to the coordination of shrinking funding resources, the Office of Funded Programs of the New York City Board of Education requested that a study be conducted to examine methods by which schools and districts could coordinate their instructional programs. Conducted by the Center for Advanced Studies in Education, an examination of the extent of comprehensive planning for program coordination in ten schools was undertaken. The results of this study were published in May 1979 by Lee Ann Truesdell.

As a result of this report, the Office of Funded Programs, under a Title IV-C grant from the State Education Department, initiated the Planning Project for Comprehensive School Program Coordination. This Planning Project has been working to develop more effective coordination among educational programs supported by multiple funding sources as well as those of basic tax-levy instruction. This Working Paper is the result of the Planning Project's research study. It examines program coordination at the national, state and city-wide levels. It is also the first of several documents to be issued which will assist schools and districts in the efficient use of resources.

Appreciation for this Working Paper is expressed to Dr. Perry Davis, Director of the Office of Funded Programs, Mr. Marvin Barondes, Deputy Director of the Office of Funded Programs, Ms. Aida Price, Project Director of the Planning Project for Comprehensive School Program Coordination, Dr. Audrey Sieger and Mr. Felix Campagne Sanchez, Project Managers of the Project, and the staff of these offices. In addition, our appreciation is sincerely expressed to the Title IV-C Policy Advisory Committee for its invaluable assistance, and to the State Education Department for its constant support.

  
Chancellor

September 1980

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## WRITING

Aida Price  
Audrey Sieger

## EDITING AND PROOFREADING

Aida Price  
Audrey Sieger  
Felix Campagne  
Steven Corbin  
John Koster

## RESEARCH

Aida Price  
Audrey Sieger

## SECRETARIAL

Irene Kaplan  
Doris Kilpatrick  
Ruth Levy  
Jean Monteforte  
Annette Piccolo  
Ruth Robinson  
Zaida L. Serrano

## PUBLICATION COORDINATORS

Audrey Sieger  
Felix Campagne

## COVER DESIGN

Sholom Greenzweig

COMPREHENSIVE PLANNING FOR  
PROGRAM COORDINATION: A STATE OF THE ART

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## PURPOSE OF WORKING NOTE I

Working Note I on Comprehensive School Planning is designed to examine the State of the Art of coordination between (1) funded instructional services, (2) other funded programs, and (3) tax levy services. In addition, Working Note I provides information on Comprehensive Planning for program coordination as it is found nationally, statewide and within the New York City Schools. While presenting an operational definition of Comprehensive Planning, Working Paper I highlights a sequence of approaches in Comprehensive Planning which maximizes instructional services for students. Given the need to enhance student's academic achievement levels, Comprehensive Planning is best viewed not as a separate process. Rather, it is an essential ingredient in the formation of a cohesive educational service system.

An important section of this report concerns the results of a field study survey completed by the New York City Community School Districts. The results of the survey indicate that Comprehensive Planning exists in practice in various forms. However, there also exists contradictions between both the conceptual framework of Comprehensive Planning and its implementation in the actual educational environment.

In essence, this paper should be considered an overview of Comprehensive Planning and its areas of applicability. A second Working Note will offer actual comprehensive planning models and approaches which can be adopted or adapted by schools in order to maximize the instructional services for its student body. Although both working papers may be used independently of one another, they are companion documents.

## INTRODUCTION

Historically, Federal and State aid to elementary and secondary education was conceived to address social objectives that were perceived to be in the national interest, to supplement local funds to encourage the initiation of specific programs, and to equalize financial resources. In the past 15 years, the number and scope of Federal programs providing assistance to specific categories of students with specific needs has increased significantly. During the 1977-78 school year, 87 percent of the nation's public school districts participated in ESEA Title I, Part A; 57 percent participated in P.L. 94-142, and 4 percent participated in ESEA Title VII. An estimated 8,137 school districts (53 percent) provided services funded by two or more of these programs (Goor, et.al., 1979). This year, the Department of Education will administer approximately 90 separate elementary, secondary and vocational aid programs, each having distinct programmatic and administrative requirements (Turnbull, 1980).

Ironically, the contribution of compensatory education programs to the total local instructional package is relatively small. For example, in 1976 Title I funding represented approximately 3 percent of total elementary and secondary expenditures; State compensatory programs contributed 1 percent (Cross, 1978). In 1978-79, the Federal share of educational financing was 9 percent, as opposed to the 44 percent contributed by the states and 47 percent by the local communities (National Center for Education Statistics, 1979).

Despite the small contribution Federal and State aid makes to local school efforts, the extent of funding has created, among other problems, an intricate, perplexing, labyrinth of often inconsistent regulations and laws for compliance on the local level. In short, compensatory aid to education, "...may be suffering from a terminal case of excessive complexity." (Turnbull, 1980, p.1).

The goal of compensatory education is ultimately to maximize the educational opportunities for school children. However, the complex nature of funding, and the manner in which it operates, have created serious problems. These problems range from administrative headaches and confusion regarding responsibilities and operational issues to raising of specific educational concerns.

Guidelines for funding sources are often overlapping and contradictory. In a study of funded programs in New York City schools, school district personnel reported that because there was no uniformity among guidelines and programs, they tended to narrowly interpret the guidelines to avoid supplanting (Truesdell, 1979). The most common approach to remedial instruction e.g. pull-outs are generally utilized. This approach fosters unimaginative instructional practices which are limited in scope. While district and school personnel expressed concern about the use of pull-out programs, they reported that few alternatives exist because funding guidelines and regulations are so rigid.

Program auditors compound this situation by creating distinct separations between funded program services. "...services for the dis-

advantaged could be delivered within the regular classroom more often if there were no need to prove to auditors that these services were supplementary to regular instruction." (Turnbull, 1980, p.20).

The type and scope of instructional services provided by funded programs may very well be determined by funding categories rather than by educational judgments (Birman, 1979). The multiplicity of Federal programs often encourages local school districts to seek funding from multiple sources for the same activity (Comptroller General, 1975). Since one funding source often cannot support one instructional effort, and since guidelines and requirements for implementation of the services differ, funding produces fragmentation of the instructional program offered.

Grantsmanship, an art form prized by school districts, has resulted in narrowly defined instructional purposes and inordinate amounts of time spent seeking funding sources (Advisory Commission on Intergovernmental Relations, 1977) and has also fostered opportunism.

School districts across the nation have complained of the administrative burdens inherent in implementing funded program services. Districts reported too much time spent on record keeping (Commission on Federal Paperwork, 1977), maintaining separate accounts for Federal funds, and distributing funds equitably district-wide (Goor, et.al, 1979). In addition, districts reported separately on local, State and Federal expenditures, and complained that separate funding sources requested essentially the same information in subtly different forms (Commission on Federal Paperwork, 1977). Indeed, a national study of school districts receiving Federal funding experienced great difficulty in its data collection activities because, "...the administration of these programs and services was so complex and fragmented that a single respondent did not have all of the required information." (Goor, et.al, 1979, p.10).

The more serious problems inherent in funded programs focus on the quality and type of instructional services provided. There is a great deal of evidence to support the schools' difficulties in avoiding fragmentation of the students' instructional day, caused by the current categorical structures.

Children may be spending as much time out of the regular classroom as in the classroom for supplementary services that might very well be supplanting basic instruction. A national study on the effectiveness of Title I services indicated that students in regular classroom settings gained more than students in pull-out programs at both the first and third grade levels (NIE, 1977).

In a national study of school districts receiving multiple funding, 29 percent of the districts reported that in complying with more than one set of program requirements, it was difficult to coordinate the students' instruction (Goor, et.al, 1979). A 1976-1977 study of elementary school students served by multiple compensatory programs found that students in Title I schools spent more time in activities which did not involve direct instruction (e.g., assemblies, field trips) than did students in non-Title I schools. These same students received substantially less reading instruction than children not serviced by more than one funding source (Doss, 1978).

The responsibility for a students' instructional program is shared by different staff members who follow separate and often conflicting program requirements, complicating the problem of fragmentation. Often funding requirements result in withdrawing eligibility for follow-up services for those students who have demonstrated improvement, further compounding the ability to provide students with a cohesive and consistent plan of instruction. This situation is particularly experienced in the middle schools where the total amount of funding support drops significantly.

Additional problems arise when students are eligible for participation in more than one funded program. Districts experience great difficulty in adhering to the requirements of each program. And these difficulties are further extended when at the same time, servicing the needs of multiply-entitled children (Goor, et.al, 1979, p.1). In addition to avoiding duplication of services, testing procedures mandated by funded programs have created wasteful and unnecessary policies. Testing is not often used to design instruction but rather to serve as an evaluative tool. Eligible students are usually over-tested. And, valuable instructional time is lost to this testing. (Truesdell, 1979).

## FEDERAL, STATE AND LOCAL CONCERNS AND EFFORTS

### Federal

In response to the multitude of problems caused by multiple funding sources, the concerns and efforts of the Federal government to address these problems range from consolidation efforts to strategies for local program coordination.

There have been small efforts towards consolidation, which have met with mixed success. Senators Bellman and Domenici have introduced consolidation legislation intended to increase the flexibility that State and local educational agencies have in planning and conducting educational programs (Jordan and McKeown, 1980). Among the influences towards grant consolidation is the paperwork burden associated with various Federal programs (Commission on Federal, 1977). Another difficulty is the multiplicity of Federal programs that often encourage local school districts to seek funding from multiple sources for the same activity. (Comptroller General, 1975).

However, consolidation efforts have been hampered by a number of Federal concerns: (1) will grant consolidation contribute to a lack of State and local interest in Federal priorities and goals?; (2) in the absence of categorical funding, can adequate assurances be provided that the Federal funds will not be diverted and diluted to the extent that stated Federal priorities will be neglected?; and, (3) will the State plan and Federal monitoring and approval process be sufficient to assure that educational opportunities will be maintained or enhanced for the Federally-initiated target groups?

Among the State and local concerns regarding consolidation are the degree to which (1) the paperwork burden and flexibility in utilizing funds remain the same; (2) they will be able to integrate funding for efficiency, and also to meet the students' needs; (3) the restrictions will address mandated, but unfunded programs, e.g., P.L. 94-142 (Jordan and McKeown, 1980).

Program consolidation has many difficulties. It does not appear to be a solution to the problems experienced on all levels as a result of multiple funding sources. Most of the effects are projected to be negative ones: (1) It is likely that the states might diminish compensatory education for the disadvantaged. Monies would move to the suburbs, with resources spread in a more thinly fashion and thus encouraging greater educational discrepancies. Therefore, low income districts would suffer with this general spreading out of funds; (2) There would be less tracking of funds, and the states' technical assistance would not increase right away; (3) Educational programs would be more decentralized regarding planning procedures and program design; (4) Fragmentation might be reduced, but pull-outs would probably remain; (5) Parent Advisory Councils would be restricted, but it is doubtful if they would have more decisions to make; and (6) The Federal bureaucracy probably would not decrease.

In the final analysis, the disadvantaged would probably be the big losers, with the advent of federal-level program consolidation. This contradicts the purpose of categorical aid. In addition, grantsmanship probably would not diminish. Consolidation would probably not result in changes on the local level.

A more moderate and realistic federal approach to innovation in providing improved funded services is represented by federal strategies for local program coordination. Ginsburg (1980) has proposed the development of school based comprehensive plans as a means of meeting the needs of students and instructional goals and, at the same time, addressing accountability issues.

The conceptual belief that forms the basis for Ginsburg's proposal also serves as an operational definition of the process of planning comprehensively. Program effectiveness is due to (1) local commitment on the part of the school principal and teachers, with program goals clearly focused; (2) use of proven instructional procedures; (3) coordination between special programs and the regular instructional day (the latter accounting for 80% of the school day); and (4) feedback mechanisms for good program performance.

This approach would foster local commitment and focus on instruction, rather than the source of the dollar and, at the same time, allow for the tracking of Federal monies. Local school plans would promote more effective instruction because the schools would address their total instructional day.

#### New York State

New York State efforts towards comprehensive planning for school program coordination have emerged from the threat of budgetary cutbacks and the problems in interpreting the legal framework of Federal funding. The findings of an extensive study of Federal funding guidelines (NIE, 1977) revealed that (1) the regulations and laws, although generally consistent, are written in such a way that state and local officials' understanding of the legal framework is often impaired; (2) the Office of Education (OE) is not consistent in interpreting requirements; (3) the level of OE monitoring and enforcement is declining, and (4) there is an inconsistent interpretation in administering Title I services on the part of the states (Cross, 1978).

Initial efforts on the part of the New York State Education Department for the development of comprehensive planning were supported by Commissioner Ambach's 1978 report, which suggested the development of a Comprehensive State Plan:

"The consolidated plan would have a single set of administrative procedures. Rather than separate needs assessment, planning, administration, and evaluation for each Federal program, there should

be one process by which the state and local school districts administer Federal programs. A single, comprehensive plan prepared by the state education agency in conjunction with each local educational agency would further this objective. A single, statewide, needs assessment could identify all students in the state with special educational needs and indicate the services required. Special program needs would also be identified. Comprehensive planning could be based on this comprehensive needs assessment. Provision should be made for participation in planning by all agencies, organizations, and individuals in the state affected by Federal educational programs. Federal funds should be coordinated with the use of state and local funds intended for similar purposes and targeted on the same populations." (p.55)

The New York State Education Department's emphasis on comprehensive planning is also the result of state requirements for additional remediation in tax-levy programs (Ramirez, 1979). Effective March 1979, the New York State Board of Regents mandated remedial instruction for students who score below designated statewide reference points on State examinations in reading, mathematics and writing. This was a definite move towards providing comprehensive and coordinated instructional services, regardless of the dollar source:

Title I and PSEN supplementary remedial instruction must be coordinated with locally funded remedial services as a comprehensive instructional program. No "pull-out" programs that reflect "fragmented" delivery of services will be approved. There must be evidence of planning, articulation and coordination between the classroom teacher and the resource teacher. Methods and materials should supplement and reinforce those regularly used in the classroom (Ramirez, 1979, p.1).

The mandated instruction underscores proven program coordination practices by specifying that (1) staff development between the regular and the funded teachers be coordinated and include the paraprofessional; (2) methods and instructional materials that must supplement and reinforce those used in the regular classroom; (3) both regular and remedial teachers should maintain pupil progress records; and (4) goals of the basic instructional program and the supplementary services be consistent.

Reinforcing the Commissioner's efforts to promote comprehensive planning are the recommendations of the Regents Advisory Council for programs funded under ESEA Title I (1979). The Council focused on the elimination of instructional fragmentation which results from "unimaginative instructional approaches," i.e., pull-out models, believing this practice to be "a major deterrent to the establishment of coordinated, maximally effective programs of instruction." (p.1)

The recommendations of the Regents Advisory Council were two-fold: (1) planning of the organization of supplemental programs that enhance and extend basic instruction should be conducted at the school level; and (2) the State Education Department should specify examples of comprehensive planning models that would promote program coordination.

These recommendations reflect the concerns of the State, as well as the Federal government, in providing coordinated services regardless of the dollar source, and address the following issues:

- (1) The need to articulate Title I services with the regular school program.
- (2) The need to focus on the needs of students "...and to discourage approaches that are implemented solely for the purpose of demonstrating conformance with Title I regulations."
- (3) The need to provide technical assistance for schools in planning and implementing comprehensive plans.
- (4) The need for maintenance of effort for students who demonstrate achievement gains.

(Regents Advisory Council, 1979, p.2)

The unified application form for Title I/PSEN proposals serves as an additional example of the New York State Education Department's interest in comprehensive planning. The 1979-80 and 1980-81 applications broke new ground in specifying that school districts describe coordination of their total instructional programs, regardless of the dollar source (i.e., between tax-levy and all funding sources):

"Indicate, in tabular form, those aspects of the programs to be provided through: (a) local sources and general aid; (b) additional PSEN services; (c) supplemental ESEA Title I services; (d) other categorical State aid; (e) other categorical Federal aid. Too often, pull-out programs per funding source fragment the delivery of instructional services and have little to do with the regular classroom program. All educationally deprived children must be served through one comprehensive program across funding sources within State and Federal guidelines. Public school pupils eligible for ESEA Title I must receive supplemental services in addition to the services provided to all children."

(Instructions for Comprehensive ESEA Title I and PSEN Application for School year 1979-1980, p.2).

Although the unified application form cannot serve as a total impetus to the development of sound comprehensive planning practices for program coordination, this initial step could serve as a major catalyst for planning quality educational services that address and serve the needs of all students.

### New York City

According to Jordan and McKeown (1980), education today appears to be a Federal concern, a State responsibility and a local function. The continuing challenge of all educational agencies is to, "...maintain a delicate balance of power and resources that will maximize the educational opportunities for all school children." (p.1) Comprehensive planning for school program coordination has emerged on the Federal, State and local levels as an important effort to avoid the multiple problems experienced by funding recipients by consolidating all educational resources in order to provide a cohesive instructional plan for all students.

The Office of Funded Programs of the New York City Board of Education has addressed the need for comprehensive planning not only by complying with Federal and State mandates, but through unique and direct efforts to extend the requirements for developing comprehensive plans.

Whereas the State Education Department has suggested a school districts' commitment towards developing comprehensive plans, the Office of Funded Programs has mandated that each school district develop its own plans in conjunction with its constituent schools. This necessitates that a school building principal meet with representatives of his/her staff to plan the total instructional services being offered in the school. This requirement has been proposed as the most educationally sound initial step in the development of comprehensive plans for program coordination (Regents Advisory Council, 1979; Ginsburg, 1980).

In addition, the Proposal Development Task Force of the Office of Funded Programs is providing technical support and training workshops to aid individual community school districts in comprehensive planning activities for proposal development.

As an added effort to identify exemplary planning practices and successfully coordinated programs, The Office of Funded Programs recently sponsored a case study of funded programs and comprehensive planning (Truesdell, 1979). This study not only identified factors influencing coordination, but reported proven methods used for eliminating constraints, that hinder program coordination.

One of the recommendations of this report was for the Board of Education to provide technical assistance to schools and school districts in designing comprehensive plans for program coordination. Reinforced by the State's and Regent's recommendations for the development of comprehensive planning models, The Office of Funded Programs, in cooperation with the State Education Department, established the Planning Project for Comprehensive School Program Coordination in the Fall of 1979.

Funded by Title IV-C the Planning Project for Comprehensive School Program Coordination is developing comprehensive school-level plans and practices to coordinate the use of local tax-levy and supplementary resources, and will assist schools in adopting comprehensive plans for program coordination. In the second and third years of the project, an agenda for federal legislative changes to combat the many problems faced by the schools and community school districts in complying with conflicting regulations and guidelines will be developed.

## COMPREHENSIVE PLANNING FOR PROGRAM COORDINATION: A DEFINITION

"Comprehensive planning is a complete, holistic planning process which interrelates every aspect of the educational system, and projects the whole over a period of time. It requires a systematic, coordinated and total integration of all parts comprising the school system, so that the system becomes increasingly self-determining and more effective, efficient and responsive in identifying its purpose, allocating its resources, managing its programs and activities, and keeping its parts and the whole in proper perspective."

(Mullen, 1977, p.21)

The above theoretical definition is based on the belief that comprehensive planning is successful when educational programs, practices and activities are (1) educationally sound, defensible and balanced; (2) relevant to student needs; and (3) responsive to resources, guidelines and regulations.

In order to create an operational definition of comprehensive planning that would relate to and incorporate the unique characteristics of the New York City schools, the Planning Project for Comprehensive School Program Coordination conducted interviews with school district administrators involved in planning and providing instructional services. As a result of the information gathered concerning planning for program coordination, the following definition was developed:

In general, comprehensive planning involves the most effective allocation of resources, among funded programs and with tax-levy programs, to maximize the impact of all instructional services available to students. Specifically, comprehensive planning refers to program coordination that results in:

- (1) a cohesive instructional plan for every student, which does not fragment the student's instruction;
- (2) funded and tax-levy instructional services that are complementary with one another;
- (3) supplemental services which extend (not contradict nor supplant) the basic tax-levy instructional plan, and foster the interaction of all district funding sources.

## WHY DEVELOP COMPREHENSIVE PLANS FOR SCHOOL PROGRAM COORDINATION

A number of problems are impacting on the need for reform in the funding program policies. There is a growing national opposition to funding for schools without proportionate gains in achievement. Funding allocations are further being offset by a continuously declining enrollment. Also, the public is questioning the efficiency of the school system in its ability to manage resources. This problem is compounded by steadily increasing inflation which lowers the purchasing power of the budgeted dollar, (MCPS, 1979) and budgetary cutbacks with the corresponding loss of staff.

However, neither the above national trends, nor mandated requirements and activities, while producing "paperwork products," are enough of an impetus to ensure the implementation of practical and useful school level plans for resource reallocation. Effective comprehensive planning for coordination among funded programs and between funded and regular classroom services will enable schools to reallocate their total resources in more effective ways. The long range results of such planning justify the arduous tasks involved in such an endeavor.

An effective comprehensive planning process enables school administrators and staff to decide on the best utilization and reallocation of their school's resources. By constantly modifying these decisions, schools would be better able to cope with change and avoid making decisions based on crisis situations (Mullen, 1977). In short, schools and school districts will have greater control over change. New legislation, which is essentially demanding local districts to plan immediately for results that will affect the schools not only now, but a decade from now, enhances the desire to acquire the skill to cope with change, as a valuable and timely tool.

Besides providing a framework for planned, orderly educational change, the Washington, D.C. school system, in developing a comprehensive school plan, found that comprehensive planning (1) communicated to the community and school personnel a greater understanding of the school's purposes and operations; (2) fostered the active participation of all school personnel; (3) provided a basis for identifying needed resources and/or redirecting resources; and (4) provided a framework for achieving accountability (District of Columbia Public Schools, 1977).

It has been hypothesized by the Local School Development Project of the Urban Coalition (1978) that comprehensive school based planning results in a school constituency that (1) becomes assertive, planning for the future, rather than a body that reacts to crisis; (2) integrates its program offerings to avoid duplication of resources and expenditures, and (3) can lead to discoveries of additional available resources among the school staff and in the community (New York Urban Coalition, 1978).

School based comprehensive plans for program coordination can serve as an effective and educationally sound measure for addressing and managing the myriad of problematic conditions caused by multiple funding

sources. With a comprehensive school plan, (1) schools could more easily plan and deliver services around each child's unique needs, rather than around Federally determined categories; (2) administrators, teachers, parents could integrate all instructional resources into a coherent whole; (3) by addressing the needs and resources of the schools in a comprehensive fashion, a reduction of the administrative "paperwork" burden would result; \* (4) schools can develop alternatives to "pullout" programs, a practice which has recently raised serious questions of segregation, as well as often resulted in a fragmented instructional schedule for students (Turnbull, 1980).

In addition, comprehensive planning fosters the "problem solving" approach to funding requests, where the hunt for Federal funds are viewed as a means of addressing central educational problems, rather than a local effort to acquire grant money to increase the budget or offer the appearance of improvement (Berman and McLaughlin, 1978).

Research has shown that more communication and coherence about a building-wide instructional plan are among the hallmarks of effective schools. Children appear to have higher measured achievement when teachers, administrators, and parents collaboratively plan a stable, unified program (U.S. Office of Education, 1976; Edmonds, 1979).

In another study, it was shown that pupil achievement and improved instructional practices existed in schools which had developed comprehensive plans. A case study of a high achieving and a low achieving New York City school found that differences in student performance could be attributed to factors under the school's control, and an implemented school-wide plan for remedial reading instruction had a significant effect on student achievement. Interestingly, it was found that budgetary concerns did not effect student achievement (New York Education Department, 1974).

Weber (1971) studied four inner-city schools and found that success (i.e., improved student achievement) was a result of one of the basic components of comprehensive planning, namely, a principal involved in instructional decisions with staff, organizing and distributing the school's resources.

In a large study of successful remedial reading programs, (Samuels and Edwall, 1976) it was found that improved student performance was due to the cooperation and involvement of the professional staff in planning a coordinated reading program for the entire school.

In summary, school-level comprehensive planning (1) allows individuals to concentrate resources to solve pressing problems; (2) focuses on a limited number of priorities; (3) provides a mechanism for monitoring and modifying instructional services; (4) provides a basis for budget re-

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\*There has been testimony at Congressional hearings that Federal paperwork accounts for more than 40 percent of the total paperwork in educational administration. (Education Policy Research Institute, 1979).

quests; (5) involves many people in the decision-making process, and provides for effective communication in situations where individuals or units are impacted by others; (6) provides a means to increase unity and coordination of the total education program; (7) provides consistency in planning and implementation; (8) provides knowledge of the process of evaluation prior to implementation rather than after the fact; and (9) "... reduces the probabilities of having to react to crisis. Individuals or units may be able to do anticipatory planning..." (Montgomery County Public Schools, 1979, p.3).

## THE CURRENT STATE OF THE ART OF COMPREHENSIVE PLANNING FOR PROGRAM COORDINATION IN NEW YORK CITY

### Introduction

One of the major goals of the planning year of the project was to develop models of comprehensive planning which can be adopted by the New York City Schools and school districts. In order to formulate models which were effective and applicable to the diverse characteristics of the New York City school population, it was necessary for the project to conduct an in-depth study which would reveal:

- (1) the efforts and attitudes of the sampled schools and districts towards coordination between funded programs and within tax-levy instruction;
- (2) the manner in which schools and school districts allocate their funded and tax-levy monies;
- (3) the existence of program coordination in particular characteristics of instructional services (e.g., staff development, instructional approach, utilization of personnel);
- (4) the viewpoints of the districts and schools as to what encourages and hinders program coordination;
- (5) those unique characteristics of a district and school which may influence program coordination efforts (e.g., building capacities, mobility of students and staff); and
- (6) potential schools and school districts to participate in the project's three year plan to develop, implement and adopt comprehensive plans.

This study which began in December of 1979 utilized four methods for data collection:

- (1) an extensive review of the literature and analysis of comprehensive planning which is occurring throughout the nation (discussed in Part 1 of this paper);
- (2) field visitations of project staff to selected school districts;
- (3) a survey of program coordination practices in all New York City school districts; and
- (4) detailed case studies of 40 individual schools.

A review of the funded proposals, with respect to the major funding sources allocated to the New York City community school districts, included ESEA Title I, Title IV-C, Title VII, PSEN, Chapters 53 and 720. The following funding sources were characteristic of the allocations to the 32 school districts:

- (1) all school districts have Title I, PSEN and Chapter 53 fundings;
- (2) all but three school districts have Title VII funding;
- (3) more than 50% of the districts that have Title VII funding were also recipients of Chapter 720 funds.

Last year, the ESEA Title I application requested of each school district a written document which would indicate the school district's effort towards a comprehensive planned program for its Title I/PSEN projects. Approximately 37% of the districts developed such a written plan.

A second review of the funded proposals this time focused on the individual schools within each school district. While certain funding allocations could be identified with school districts, there did not appear to be a similar funding pattern for each individual school. In addition to those schools involved with compensatory reading programs, a shared articulation time period and use of resource centers and materials between funded personnel and tax-levy staff occurred.

#### Purpose of Field Visits

The major purposes of the field visits were to: (1) ascertain the state of the art of comprehensive planning; (2) identify exemplary models which are being implemented; and (3) measure the perspective of the school districts towards program coordination and funding policies.

Based upon the project's knowledge of efforts on the part of the individual districts towards comprehensive planning, districts identified as involved in program coordination activities were visited by project staff. Specifically, the project staff looked for:

- (1) how funded and tax-levy monies are allocated;
- (2) levels at which coordination occurs;
- (3) attitudes and concerns towards program coordination;
- (4) factors which influence comprehensive planning;
- (5) individual characteristics of the school district.

In addition, school districts that were not involved in comprehensive planning, but expressed an interest in meeting with the project staff to discuss their concerns, were also visited.

## Results of Field Visits; Interviews and Review of Proposals

As a result of field visits, interviews, and extensive examination of funding proposals, and district policies and research reports, the project staff discovered that while a few districts had adopted extensive and thorough plans for program coordination, many districts had not. Most districts found themselves greatly hampered in engaging in comprehensive planning.

It was found that coordination between funded programs and tax-levy instructional services was encouraged when the following practices were initiated:

- (1) district and school goals and objectives are the same for tax-levy and funded instruction;
- (2) funded and tax-levy teachers share
  - a. staff development
  - b. teaching responsibilities
  - c. formalized articulation time
- (3) decision-making involvement in program planning and implementation by the personnel who are directly involved in providing instructional services;
- (4) active, ongoing support for comprehensive planning on the part of the district superintendent;
- (5) a school principal who exhibits strong leadership, emphasizes instructional as well as managerial concerns, and establishes a professional school climate;
- (6) an ongoing, district-supported system for monitoring pupils progress and supervising instruction practices.

Directors of Funded Programs in the school districts reported the following factors which tend to hinder program coordination:

- (1) rigid instructional scheduling;
- (2) supplanting restrictions built into government regulations;
- (3) school building overutilization;
- (4) high pupil/teacher ratios;
- (5) lack of active support for school coordination efforts on the part of the district office (e.g., district coordinators' job responsibilities limited to each funding source);

- (6) a lack of information regarding the total funded and tax-levy instructional services offered for the entire school, on the part of the pedagogical and administrative staff.

### Purpose of Field Study Survey

As mentioned earlier, the project added a component to the data collection activities which was directed to the 32 community school districts. In order to obtain a thorough picture of comprehensive planning activities, all New York City district superintendents and directors of funded programs were introduced to the project's goals and activities. They were requested to complete a Comprehensive Planning Field Survey Instrument designed to ascertain district level program coordination efforts and concerns. Additionally, this project hoped to gain a broader base upon which to develop its future activities.

The Field Survey Instrument asked questions about the following:

- (1) elements necessary to coordination;
- (2) coordinated services among funded programs;
- (3) coordinated services between tax-levy and funded programs;
- (4) district's uniqueness in facilitating coordination between tax-levy and funded programs;
- (5) constraints to coordination; and
- (6) did the district develop a comprehensive plan or did any of its schools.

### Results of Field Study Survey

Of the 32 community school districts in the New York City public school system requested to complete the survey instrument, 20 community school districts, or approximately 70% of the population, responded.

The following six tables represent the results of the Field Study Survey Instrument. Since five of the six questions were basically open ended, a content analysis was performed in order to make use of the responses. Each question and its resultant responses are presented on one of the six tables.

Each table indicates the question posed, the numbers of persons responding to each of the isolated factors and the corresponding percent in terms of numbers of persons responding. Where possible, district level factors, or school level factors, were examined on an individual basis.

Results of the field study survey indicated that on both the school and district levels, respondents believe that needs assessments are a crucial element necessary for the effective coordination of tax-levy and funded programs. Common instructional goals and objectives were also indicated as an important element. Active support from administrators for coordination on both the district and school levels was also rated as an important element. The latter emerged throughout the survey questionnaire as a crucial factor in promoting coordination activities. See Table I for the survey responses regarding the elements necessary for coordination of all tax-levy and funded programs.

TABLE I

ELEMENTS NECESSARY FOR COORDINATION OF ALL PROGRAMS  
(TAX-LEVY AND FUNDED)

| <u>ELEMENTS</u>  | <u>FREQUENCY<br/>DISTRIBUTION</u> | <u>PERCENTAGE</u> |
|--|-----------------------------------|-------------------|
| <b>A. <u>SCHOOL LEVEL</u></b>                              |                                   |                   |
| 1. Needs Assessment for School                             | 10                                | 50                |
| 2. Same Goals of Instruction                               | 7                                 | 35                |
| 3. Support from Superintendent,<br>Coordinators            | 6                                 | 30                |
| 4. Formal Teacher Articulation                             | 6                                 | 30                |
| 5. Proposal Input from Principals,<br>Teachers and Parents | 6                                 | 30                |
| 6. Joint Teacher Training                                  | 5                                 | 25                |
| 7. Cohesiveness of Program for<br>Students                 | 4                                 | 20                |
| <b>B. <u>DISTRICT LEVEL</u></b>                            |                                   |                   |
| 1. Needs Assessment for Programs                           | 10                                | 50                |
| 2. Common Goals and Objectives                             | 8                                 | 40                |
| 3. Management System                                       | 6                                 | 30                |
| 4. Support from Principals                                 | 6                                 | 30                |
| 5. Staff Development                                       | 5                                 | 25                |
| 6. Coordination of Tax-levy and<br>Funded Instruction      | 5                                 | 25                |
| 7. Cohesiveness of Student's<br>Progress                   | 4                                 | 20                |
| 8. Planning and Communicating                              | 4                                 | 20                |
| 9. Preparation of Comprehensive Plans                      | 4                                 | 20                |

Respondents were asked how funded programs were presently coordinated. On the school level, approximately 30 percent indicated that common preparation activities are provided for tax-levy and funded program teachers. In addition, joint planning for instruction was provided by approximately 23 percent of the districts surveyed.

TABLE II

HOW FUNDED PROGRAMS ARE PRESENTLY COORDINATED

|     | <u>COORDINATED SERVICES<br/>AMONG FUNDED PROGRAMS</u>                         | <u>FREQUENCY<br/>DISTRIBUTION</u> | <u>PERCENTAGE</u> |
|-----|---|-----------------------------------|-------------------|
| A.  | <u>SCHOOL LEVEL</u>   |                                   |                   |
| 1.  | Common Preparation Periods<br>for Tax-levy and Funded<br>Teachers             | 6                                 | 30                |
| 2.  | Joint Planning  | 5                                 | 25                |
| 3.  | Develop Comprehensive School<br>Plans   | 3                                 | 15                |
| 4.  | Input from Student Advisory<br>Council  | 3                                 | 15                |
| B.  | <u>DISTRICT LEVEL</u>   |                                   |                   |
| 1.  | Need Assessment   | 9                                 | 45                |
| 2.  | Budgetary Coordination  | 5                                 | 25                |
| 3.  | Joint Staff Training  | 5                                 | 25                |
| 4.  | Management System   | 5                                 | 25                |
| 5.  | Joint Planning  | 5                                 | 25                |
| 6.  | Supervision of Instructional<br>Programs by One Person                        | 4                                 | 20                |
| 7.  | Common Goals and Objec-<br>tives or Induction                                 | 3                                 | 15                |
| 8.  | Developed Comprehensive<br>Plans  | 3                                 | 15                |
| 9.  | Monthly Staff Meetings -<br>Principals, Assistant<br>Principals, Coordinators | 3                                 | 15                |
| 10. | Input from Parent's Advisory<br>Council                                       | 3                                 | 15                |

On the district level, needs assessment activities were reported as a coordination element by 45 percent of the districts. Budgetary activities, joint staff training, and the adoption of a system for management were identified by 25 percent of the respondents as activities which are conducted to coordinate instructional programs. See Table II for the survey results to this instrument item.

TABLE III

HOW FUNDED PROGRAMS AND TAX-LEVY PROGRAMS  
ARE PRESENTLY COORDINATED

| <u>COORDINATED SERVICES BETWEEN<br/>TAX-LEVY AND FUNDED PROGRAMS</u>     | <u>FREQUENCY<br/>DISTRIBUTION</u> | <u>PERCENTAGE</u> |
|--|-----------------------------------|-------------------|
| <b>A. <u>SCHOOL LEVEL</u></b>  |                                   |                   |
| 1. Joint Staff Development/Training                                      | 9                                 | 45                |
| 2. School Level Needs Assessment   | 8                                 | 40                |
| 3. Formal Articulation Between<br>Tax-Levy and Title I Teachers          | 8                                 | 40                |
| 4. Proposals Written Through Schools                                     | 6                                 | 30                |
| 5. Pupil/Teacher Scheduling of<br>Instruction                            | 4                                 | 20                |
| 6. Lab Teachers and Tax-levy<br>Teachers                                 | 3                                 | 15                |
| <b>B. <u>DISTRICT LEVEL</u></b>  |                                   |                   |
| 1. Plan Cohesiveness of Programs   | 8                                 | 40                |
| 2. Regularly Scheduled Staff Meetings                                    | 8                                 | 40                |
| 3. Budgetary Joint Planning  | 8                                 | 40                |
| 4. Regularly District Office<br>Participation at Principal's<br>Meetings | 6                                 | 30                |
| 5. Continuous Staff Assessment   | 6                                 | 25                |
| 6. Common Goals and Objectives for<br>Staff and Programs                 | 3                                 | 15                |
| 7. P.A.C. Reviews All Proposals  | 3                                 | 15                |

The survey also inquired as to how funded programs and tax-levy programs are coordinated. Joint staff development, formal articulation time and school level needs assessments were identified by 45 percent of the respondents as implemented activities on the school level.

Planning specifically for cohesiveness between instructional services and regularly scheduled staff meetings were indicated by approximately 40 percent of those surveyed as district level activities which promote coordination between these funding sources. See Table III for additional results and information pertaining to this instrument item.

TABLE IV

SITUATIONS AND/OR CONDITIONS THAT FACILITATE COORDINATION  
OF TAX-LEVY AND FUNDED PROGRAMS

| <u>FACILITATORS OF<br/>COORDINATION BETWEEN<br/>TAX-LEVY AND FUNDED PROGRAMS</u>         | <u>FREQUENCY<br/>DISTRIBUTION</u> | <u>PERCENTAGE</u> |
|--|-----------------------------------|-------------------|
| 1. Philosophy and Support of Superintendent  | 8                                 | 40                |
| 2. Articulation among all Personnel  | 7                                 | 35                |
| 3. Programmatic Coordination   | 5                                 | 25                |
| 4. Joint Staff Training  | 5                                 | 25                |
| 5. Review of Proposals by Funded Staff and P.A.C.  | 4                                 | 20                |
| 6. Cooperative Planning  | 3                                 | 15                |
| 7. Regularly Scheduled Meetings between Principals, their Staff and Program Coordinators | 3                                 | 15                |

The field survey asked school districts to report those situations and/or conditions that facilitate coordination of the tax-levy and funded programs. District office philosophy and support from the Superintendents actively committed to program coordination efforts and articulation among all instructional personnel were considered the most important facilitators. See Table IV for the responses to this item.

TABLE V

CONSTRAINTS TO EFFECTIVE PROGRAM COORDINATION  
EXPERIENCED BY DISTRICTS

| <u>CONSTRAINTS TO COORDINATION</u>                 | <u>FREQUENCY<br/>DISTRIBUTION</u> | <u>PERCENTAGE</u> |
|--|-----------------------------------|-------------------|
| <b>A. <u>SCHOOL LEVEL</u></b>                      |                                   |                   |
| 1. Lack of Joint Planning Sessions                 | 4                                 | 20                |
| 2. Release Time for Workshops and Training         | 3                                 | 15                |
| 3. Teacher/Pupil Scheduling                        | 3                                 | 15                |
| 4. Over Utilization of Building                    | 3                                 | 15                |
| <b>B. <u>DISTRICT LEVEL</u></b>                    |                                   |                   |
| 1. Federal Guidelines                              | 10                                | 50                |
| 2. State Guidelines                                | 10                                | 50                |
| 3. Late Notice of Funding                          | 5                                 | 25                |
| 4. Different Approval Dates for Different Programs | 5                                 | 25                |
| 5. Contractual Agreements                          | 3                                 | 15                |

Among the constraints to program coordination that were experienced by the school districts surveyed, were federal and state guidelines. Late notice of funding and different approval dates for different proposals were also reported as hindrances. See Table V for other reported constraints to program coordination.

TABLE VI

EXISTENCE OF A WRITTEN PLAN FOR PROGRAM COORDINATION

| <u>WRITTEN COMPREHENSIVE PLANS</u> | <u>FREQUENCY DISTRIBUTION</u> | <u>PERCENTAGE</u> |
|------------------------------------|-------------------------------|-------------------|
| <u>SCHOOL LEVEL</u>                |                               |                   |
| Yes.                               | 7                             | 35                |
| No                                 | 13                            | 65                |
| <u>DISTRICT LEVEL</u>              |                               |                   |
| Yes                                | 13                            | 65                |
| No                                 | 7                             | 35                |

At present, 35 percent of the respondents indicated that their districts had school level comprehensive plans for program coordination, while 65 percent has district level plans. Sixteen of the 20 respondents indicated that a "bridging statement" regarding comprehensive planning was included in their 1979-1980 Title I/PSEN applications.

Summary and Conclusion of the Field Study Survey

In summary, information gathered from the Field Study Survey indicate that the following characteristics are vital to the effective development of comprehensive plans for program coordination:

- (1) the active support and commitment of the Community School District Superintendent to comprehensive planning;
- (2) a district wide management system to ensure program coordination;
- (3) consistent goals and objectives for funded and tax-levy instruction;
- (4) updated needs assessments, both on a district-wide basis as well as for each individual school;
- (5) school level personnel and parent involvement in the proposal stage of program planning;
- (6) strong instructional and management leadership on the part of the school principals;
- (7) joint staff training between tax-levy and funded teachers and paraprofessionals;

- 7
- (8) articulation time between the tax-levy and funded teachers for the purposes of instructional planning, diagnostic/prescriptive activities, and the monitoring of pupil progress.

## CONCLUSIONS

The following conclusions can be drawn from the research regarding comprehensive planning in New York City:

- (1) School districts have, for at least the past year, been attempting to implement comprehensive plans for program coordination.
- (2) There are similarities among the districts' comprehensive planning strategies. However, most plans vary in their scope and focus. For example, one district has developed a management system for a uniform curriculum as its answer to program coordination. Other districts have focused on budgetary concerns in order to plan their programs in a coordinated fashion. Still others have focused on comprehensive planning for district-wide remediation efforts.
- (3) In the absence of district-wide policies for comprehensive planning, individual schools were found to have developed extensive and complete coordination of all instructional programs (exclusive of specific project funding). Other schools were also engaged in the total commitment to a curriculum and/or philosophy of instruction, in the absence of other characteristics inherent in planning for total program coordination.
- (4) School districts, and individual schools, have valuable information worth sharing among one another. Communication regarding comprehensive planning practices is necessary to the success of program coordination.
- (5) Comprehensive planning approaches exist in some New York City public schools and community school districts.
- (6) Comprehensive planning for program coordination in its most developed forms is a rare commodity in New York City Public Schools.

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CONCEPT PAPER

IMPLICATIONS OF WORKING NOTE 1 FOR THE 1980-81 SCHOOL-BASED  
ACTIVITIES OF THE TITLE IVC PLANNING PROJECT FOR COMPREHENSIVE  
SCHOOL PROGRAM COORDINATION

CONCEPT PAPER

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## INTRODUCTION

The purpose of Working Note I on Comprehensive Planning was to examine the state of the Art of coordination between tax-levy and funded instructional services, as well as among funded programs. This Concept Paper will summarize the characteristics of program coordination and the recommendations derived from the project's research activities, in order to address the following question: What implications can be drawn from the project's field studies and research that can provide direction and focus on the project's school based activities, commencing September, 1980.

EFFECTIVE CHARACTERISTICS OF COMPREHENSIVE PLANNING  
AND PROGRAM COORDINATION

The current research on program coordination overwhelmingly supports the development of school-based comprehensive plans as a means of maximizing instructional resources, meeting the needs of students and instructional goals, while at the same time addressing the issues of accountability and program effectiveness.

It has been suggested that the first step towards initiating school level planning, involves the commitment of the central City School District in providing technical assistance to schools and districts that are planning and coordinating their instructional programs. This assistance, provided in New York City by the Planning Project for Comprehensive School Program Coordination, should:

- (1) develop a procedure through which planning committees can function effectively,
- (2) familiarize school planners with methods of coordinating instructional services, and
- (3) disseminate program guidelines that describe alternative and allowable arrangements for delivering instructional services.

Because it has been shown that program effectiveness and coordination are the result of the planning of instructional services at the school level, the Comprehensive Planning Unit's effort will concentrate on creating school-site planning committees (to be called Resource Allocation Planning Committees), that are self-determining, efficient and effective. The following factors have been shown to contribute to well-functioning committees, and will guide the project in establishing these school committees.

- (1) Active participation, support and representation from the community school district, (i.e., either the district superintendent

or a high-level representative):

- (2) Committee leadership by the school principal who emphasizes instructional concerns as well as managerial effectiveness.\*
- (3) Technical assistance and direction provided by a facilitator\*\* who is not a member of the school community and who can direct the committees in developing a comprehensive plan for a program coordination for their school.
- (4) A structural work plan which delineates critical tasks and responsible officers, and includes a time line for the completion of tasks.
- (5) The involvement of representatives of the entire school community (e.g., administrators, teachers, parents, paraprofessionals, union representative).

It has been shown that the planning process for developing a comprehensive plan for program coordination on the school level should include:

- (1) a school needs assessment;
- (2) creating uniform goals and objectives for all instructional services;
- (3) an analysis of the schools' resources, constraints and alternatives for planning instruction;
- (4) built-in feedback mechanisms for the evaluation and monitoring of instructional coordination efforts; and
- (5) procedures for modification of the comprehensive plan.

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\* Research and reports of comprehensive planning activities nationwide have indicated that the school principal is the key ingredient in determining the effectiveness of the school planning committees.

\*\* The Facilitator will be a member of the Comprehensive Planning Unit, Office of Funded Programs, Board of Education of the City of New York.

In addition, studies have shown that individual schools are unable to effectively plan and implement coordinated instructional services, unless the local school district supports and engages in the following activities:

- (1) When designing and planning district-wide services, a total and consistent instructional plan must be utilized. This will ensure the uniformity of instructional goals and objectives, regardless of the dollar source.
- (2) District personnel should be responsible for both tax-levy and funded programs services, rather than one funding source.
- (3) Uniform policies that consolidate testing procedures and requirements and that avoid duplication of testing should be instituted.

This process will enable the Resource Allocation Planning Committee to:

- (1) identify its purposes;
- (2) plan program activities;
- (3) allocate and/or reallocate the school's resources; and
- (4) keep the "total school instructional picture" in perspective.

There are a number of concerns which must be jointly discussed and planned by both the local school district and the individual schools. Specifically, these concerns are the characteristics of effective program coordination:

- (1) joint staff development for all teachers and paraprofessionals, regardless of the funding source supporting instruction;
- (2) common preparation periods for articulation between tax-levy and funded program teachers;
- (3) uniform guidelines and requirements for all teaching staff, with respect to instructional practices;

- (4) maintenance of diagnostic/prescriptive and pupil progress records by both the regular classroom and funded program teachers;
- (5) ensure consistency of the instructional methods and materials, regardless of which funding source provides the instruction; and
- (6) flexibility in school scheduling to allow for alternatives to the traditional methods used to provide supplemental services (e.g., pull out programs).

ESTABLISHING THE RESOURCE ALLOCATION  
PLANNING COMMITTEE

As of September, 1980, the Comprehensive Planning Unit of the Office of Funded Programs will begin its three year commitment to individual schools, providing technical assistance and support in the development and eventual adoption of comprehensive plans for program coordination.

The project's school-based services will consist of:

YEAR ONE

- Assist 10 Elementary and JH/IS schools in developing comprehensive plans.
- Conduct field research to develop comprehensive planning models for the High Schools.
- \*Develop handbook describing the planning process for the development of comprehensive plans for the High Schools.

YEAR TWO

- Assist in the implementation of the comprehensive plans developed for the 10 JH/IS schools.
- Assist 5 High Schools in developing comprehensive plans.

YEAR THREE

- Assist in the adoption of the revised comprehensive plans in all participating schools.

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\*Along with the research, case studies, field surveys and data collection conducted by the Comprehensive Planning Unit, the project is completing what will perhaps serve as its most important document: a handbook which enables school site committees to follow a series of comprehensive planning strategies. The end product of this step by step handbook is the development of school level comprehensive plans for coordination among funded programs, and between funded and tax-levy services, which is specifically designed to adapt to the needs and characteristics of each individual school.

- City-wide dissemination of Handbook and plan for the development of comprehensive plans for the New York City schools and school districts.

In order to initiate the effort to assist 10 Elementary and JH/IS schools in developing comprehensive plans, the following procedures will be introduced by the project.

- (1) Recruiting the active school district support and involvement.
- (2) Obtaining the commitment of the individual schools to engage in planning activities.
- (3) Assisting the establishment of Resource Allocation Planning Committees that adequately represent the school community.
- (4) Providing a structured planning process that includes task and time frame commitments and regularly scheduled meeting times.
- (5) Providing technical assistance in the form of facilitators from the Comprehensive Planning Unit.